

Message Text

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FM SECSTATE WASHDC

TO USDEL SECRETARY IMMEDIATE

C O N F I D E N T I A L STATE 120695 TOSEC 010261

E.O. 11652:GDS

TAGS: MASS, ET

SUBJECT: BRIEFING MEMORANDUM: DISTRIBUTION OF F-5E AIRCRAFT

FOR UNDER SECRETARY SISCO FROM VEST

1. AT THE MEETING YOU CONVENED LAST WEEK ON THE SUBJECT OF F-5E AIRCRAFT FOR ETHIOPIA AND KOREA, YOU REQUESTED PERTINENT INFORMATION COVERING THE PROBLEM PRIOR TO A FURTHER MEETING. THE FOLLOWING IS PROVIDED AS BACKGROUND PRIOR TO A DECISION BEING REACHED ON THE ISSUES.

2. THE PROBLEM - THERE IS URGENT NEED TO PROVIDE KOREA WITH TWENTY-ONE AND ETHIOPIA WITH EIGHT F-5E AIRCRAFT. TWENTY-ONE F-5E AIRCRAFT PAID FOR WITH FY 73/74 KOREA MAP FUNDS, WERE DIVERTED TO TAIWAN TO PERMIT THE RELEASE OF THE USAF F-4 SQUADRON ON TAIWAN BY MAY 31, 1975. THESE ARE NOW SCHEDULED TO BE RETURNED IN A QUOTE LIKE NEW UNQUOTE CONFIDENTIAL

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DITION TO THE USG FOR TRANSFER TO KOREA AT A RATE OF TWO OR THREE PER MONTH BEGINNING IN JULY OR AUGUST 1975. ADDITIONALLY, TWENTY-ONE F-5E AIRCRAFT HAVE BEEN RECOVERED FROM VIETNAM AND ARE PRESENTLY PLANNED TO BE RETURNED TO CONUS.

SEVERAL RECENT PROPOSALS FOR FINAL DISPOSITION OF F-5E AIRCRAFT NEED URGENT CONSIDERATION.

3. BACKGROUND/ANALYSIS - (1) TWENTY-ONE F-5E AIRCRAFT FROM TAIWAN. AS PART OF THE OVERALL ENHANCE PLUS ARRANGEMENTS, TWENTY-ONE F-5E AIRCRAFT WERE TO BE TEMPORARILY DIVERTED FROM THE KOREA MAP TO TAIWAN AND NEW PRODUCTION AIRCRAFT FROM THE US WERE TO BE DELIVERED TO KOREA TO REPLACE THE TWENTY-ONE DIVERTED AIRCRAFT. THE REPUBLIC OF CHINA AGREED TO RETURN THESE TWENTY-ONE AIRCRAFT IN QUOTE LIKE NEW UNQUOTE CONDITION AS SOON AS CHINESE COPRODUCED F-5ES BECOME AVAILABLE. THESE TWENTY-ONE F-5ES ARE NOW SCHEDULED TO BE RETURNED TO THE USG AT THE RATE OF TWO OR THREE PER MONTH BEGINNING IN JULY/AUGUST 1975. AGE (ASSOCIATED GROUND EQUIPMENT) AND SPARES FOR TWENTY-ONE F-5E AIRCRAFT ARE NOW ENROUTE TO KOREA. ON JANUARY 30, PM REQUESTED THAT DEFENSE EXPLORE THE AVAILABILITY OF F-5E AIRCRAFT FOR ETHIOPIA. ON MARCH 26, THE ASSISTANT SECRETARY OF DEFENSE DISAPPROVED AN QUOTE IN-HOUSE UNQUOTE DEFENSE PROPOSAL TO DELIVERY SOME OF THE TWENTY-ONE F-5E AIRCRAFT NOW IN TAIWAN TO ETHIOPIA. ON APRIL 7, DEFENSE REQUESTED OUR CONCURRENCE IN DIRECTING THE CHIEF STAFF, AIR FORCE TO DELIVER TWENTY-ONE AIRCRAFT TO KOREA.

4. VIETNAM RECOVERED F-5E AIRCRAFT - TWENTY-ONE F-5ES WERE RECENTLY RECOVERED FROM VIETNAM AND TRANSPORTED BY THE AIRCRAFT CARRIER MIDWAY TO GUAM. THE AIRCRAFT ARE DESTINED TO BE RETURNED TO CONUS, INSPECTED AND REHABILITATED. THERE ARE NO AGE AND SPARES FOR THESE VNAF AIRCRAFT. FINAL DISPOSITION OF THESE MASF/DAV FUNDED AIRCRAFT HAS NOT BEEN DECIDED, ALTHOUGH YOU RECENTLY FORWARDED A STATE DEPARTMENT RECOMMENDATION TO THE SPECIAL ASSISTANT TO THE PRESIDENT FOR NATIONAL SECURITY AFFAIRS RECOMMENDING DISPOSITION OF MOST OF THE RECOVERED VIETNAM AND CAMBODIA EQUIPMENT. ONE OF THOSE RECOMMENDATIONS WAS TO PROVIDE EIGHT VNAF F-5E AIRCRAFT TO ETHIOPIA.

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5. GENERAL CONSIDERATIONS - THE POTENTIAL AVAILABILITY OF TWENTY-ONE F-5E AIRCRAFT FROM TAIWAN AND TWENTY-ONE F-5E AIRCRAFT FROM VIETNAM PROVIDES SEVERAL OPTIONS FOR PROVIDING F-5E AIRCRAFT TO KOREA AND ETHIOPIA. SEVERAL PROBLEM AREAS ARE ASSOCIATED WITH ALL OPTIONS PROPOSED BELOW. ACCORDING TO DEFENSE, THE ONLY AGE AND SPARES AVAILABLE FOR F-5E SUPPORT ARE THOSE NOW ENROUTE TO KOREA. DEFENSE STATES THAT IT WOULD BE POSSIBLE TO QUOTE BREAK OUT UN-

QUOTE AGE AND SPARES FROM THOSE DESTINED FOR KOREA TO SUPPORT ANY KOREAN F-5E AIRCRAFT PROVIDED TO ETHIOPIA. THERE

ARE NO AGE AND SPARES TO SUPPORT THE RECOVERED VNAF AIRCRAFT. (DELIVERY TIME FOR NEW AGE AND SPARES IS ESTIMATED TO BE 24-27 MONTHS). THE TWENTY-ONE F-5E AIRCRAFT ON TAIWAN WERE FUNDED OUT OF FY 73 AND FY 74 KOREAN MAP, AND ANY SALE OF THESE AIRCRAFT WOULD BE RESULT IN RECOUPING AND REPROGRAMMING OF MAP FUNDS. MOREOVER, ANY F-5E AIRCRAFT PROVIDED TO ETHIOPIA MUST BE ON A CASH SALES BASIS TO OBTAIN A PRESIDENTIAL DETERMINATION. FINALLY, YOU ARE WELL AWARE OF THE PROBLEM OF OWNERSHIP AND POSSIBLE DISPOSITION OF THE RECOVERED MASF/DAV EQUIPMENT. IN A MEMORANDUM TO THE ASSISTANT TO THE PRESIDENT FOR NATIONAL SECURITY AFFAIRS, DATED MAY 19, 1975, THE DEPUTY SECRETARY OF DEFENSE ASSERTED THAT THE RECOVERED MASF/DAV EQUIPMENT MAY ONLY BE REDISTRIBUTED BY THE DIRECTION OF THE SECRETARY OF DEFENSE. THE DEPUTY SECRETARY OF DEFENSE ALSO STATED THAT IT IS ALSO PREMATURE TO SUGGEST REALLOCATION OF THE RECOVERED EQUIPMENT.

6. BUREAU VIEWS.

(A) EA BUREAU - EA BELIEVES THAT FAILURE TO DELIVER THE ENTIRE TWENTY-ONE ROK MAP-FUNDED F-5ES NOW ON TAIWAN TO KOREA WOULD CAUSE MAJOR POLITICAL PROBLEMS AND WOULD GO COUNTER TO OUR DETERMINATION NOT TO DO ANYTHING WHICH WOULD UNDERMINE CREDIBILITY OF OUR SECURITY COMMITMENT TO KOREA. EA FURTHER BELIEVES THAT YOU INDICATED CONCURRENCE WITH THIS VIEW AT MAY 16 MEETING ON THIS SUBJECT. USE OF ANY FUNDS GENERATED FROM THE SALE OF THESE AIRCRAFT
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TO THIRD COUNTRIES WOULD BE CONSIDERED AS NEW OBLIGATION OF MAP FUNDS AND WOULD BE SUBJECT TO THE FY 75 KOREAN LEGISLATIVE CEILING ON MAP, OR A SIMILAR, PERHAPS MORE RESTRICTIVE FY 76 MAP CEILING. THE ROK MIGHT ALSO HAVE TO ASSUME INCREASED PRODUCTION COSTS OF APPROXIMATELY 700,000 DOLLARS PER NEW AIRCRAFT IF TAIWAN PLANES WERE SUBSEQUENTLY REPLACED BY NEW PRODUCTION. EA ALSO MAINTAINS THAT SINCE THE TWENTY-ONE AIRCRAFT WERE PREVIOUSLY FUNDED OUT OF FY 73/74 KOREAN MAP FUNDS, THESE AIRCRAFT SHOULD BE RETURNED TO KOREA. EA IS WILLING, SUBJECT TO AN ASSESSMENT OF THE IMPACT OF AGE/SPARES DIVERSION ON THE ROK AIR FORCE CAPABILITIES, TO SUPPORT THE DIVERSION FROM KOREA OF A MINIMUM NUMBER OF AGE/SPARES REQUIRED TO GIVE SUPPORT TO VNAF AIRCRAFT SENT TO ETHIOPIA, WITH THE UNDERSTANDING THAT URGENT ATTENTION WILL BE GIVEN TO REPLACING DIVERTED AGE/SPARES ASAP.

(B) AF BUREAU - ETHIOPIA INFORMED US EARLY THIS YEAR THAT IT WISHES TO BUY F-5E FIGHTER AIRCRAFT FOR DELIVERY THIS SUMMER. THESE AIRCRAFT ARE FOR DEFENSE AGAINST THE THREAT TO ETHIOPIA'S SECURITY POSED BY NEIGHBORING SOMALIA, WHICH CLAIMS LARGE PARTS OF ETHIOPIA. THE ETHIOPIAN LEADERS BE-

LIEVE THAT THE DANGER OF A SOMALI ATTACK WILL GREATLY INCREASE THIS SUMMER WHEN SOMALIA'S PRESIDENT SIAD COMPLETES HIS YEAR AS PRESIDENT OF THE OAU. MOREOVER, THE FACT THAT SOMALIA HAS BEEN RECEIVING INCREASING QUANTITIES OF MODERN SOVIET ARMS, INCLUDING OVER 30 MIG-21S DELIVERED IN 1974, HAS SHARPLY INCREASED THE GOE'S FEARS. ON JANUARY 27 THE SECRETARY WAS PERSONALLY TOLD OF THE SOMALI THREAT AND ETHIOPIA'S ARMS REQUIREMENTS BY ETHIOPIAN FOREIGN MINISTER KIFLE WODAJO. THE SECRETARY INSTRUCTED DEPARTMENT OFFICIALS TO DO EVERYTHING POSSIBLE TO BE HELPFUL. DURING SUBSEQUENT HIGH-LEVEL DISCUSSIONS AT THE DEPARTMENTS OF DEFENSE AND STATE, KIFLE WAS TOLD THAT PROSPECTS FOR SUMMER DELIVERY OF F-5ES TO ETHIOPIA WERE PROMISING AND THAT WE WOULD DO OUR BEST TO COMPLY WITH THE DESIRED TIMING. THE ETHIOPIAN MILITARY AUTHORITIES BELIEVE THAT ON THE BASIS OF THESE CONVERSATIONS THAT USG HAS MADE A COMMITMENT TO SUMMER DELIVERY. FONMIN AND OTHER FRIENDLY ETHIOPIAN OFFICIALS HAVE MADE IT CLEAR TO US THAT ANY DELAYS IN THIS SCHEDULE WILL BE INTERPRETED BY ETHIOPIA'S CONFIDENTIAL

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INEXPERIENCED AND SUSPICIOUS MILITARY LEADERS AS EVIDENCE OF BAD FAITH OR LACK OF AN APPROPRIATE SENSE OF URGENCY ON OUR PART IN RESPONDING TO THEIR NEEDS. (ETHIOPIAN SUSPICION RE USG ATTITUDE ALREADY REFLECTED IN ITS REACTION TO LIMITED US RESPONSE TO ETHIOPIAN ARMS REQUESTS.) AF THEREFORE BELIEVES THAT OUR PERFORMANCE IN THE DELIVERY OF THESE FIGHTER AIRCRAFT WILL BE A DECISIVE FACTOR IN OUR RELATIONSHIP WITH THE NEW ETHIOPIAN REGIME. TO MEET THIS PROBLEM AF FAVORS ANY OPTION THAT WOULD PROVIDE EIGHT F-5E AIRCRAFT PLUS AGE AND SPARES TO ETHIOPIA DURING THE SUMMER.

7.DOD PROPOSAL. DOD STATES THAT QUOTE THE CENTRAL PROBLEM IN ADDRESSING THE ISSUE HAS, FROM THE OUTSET BEEN A LACK OF AGE AND SPARES WHICH SEVERELY RESTRICTS ANY FLEXIBILITY. IN REVIEWING OUR PROPOSED OPTIONS, DEFENSE CONCLUDED THAT ANY OPTION SELECTED WOULD ONLY TEND TO EXACERBATE AN ALREADY DIFFICULT SITUATION AND HAS COUNTERED WITH A PROPOSAL THAT I BELIEVE OFFERS THE ONLY VIABLE SOLUTION. UNDER THE DEFENSE PROPOSAL, THE TWENTY-ONE AIRCRAFT NOW IN TAIWAN, ALONG WITH ESSENTIAL AGE AND SPARES WOULD BE DELIVERED TO KOREA. TO MEET THE ETHIOPIA REQUIREMENT, EIGHT F-5ES WOULD BE DIVERTED FROM ONGOING USAF PRODUCTION FOR DELIVERY TO ETHIOPIA IN NOVEMBER AND DECEMBER 1975. ETHIOPIA WOULD, OF COURSE, PAY ACTUAL COST OF THEIR REPLACEMENT FROM NEW PRODUCTION SCHEDULED FOR SECOND QUARTER FY 1977. TEMPORARY DIVERSION OF SOME AGE AND SPARES ITEMS FROM KOREA MAY BE REQUIRED, BUT NOT TO THE EXTENT THAT THE KOREAN PROGRAM WOULD BE AFFECTED. UNQUOTE.

8. WE ARE PURSUING WITH DEFENSE ON AN URGENT BASIS THE PROBLEMS ASSOCIATED WITH DIVERSION OF AGE/SPARES FROM

KOREA. ADDITIONALLY, WE HAVE ASKED DEFENSE TO START UP
ETHIOPIAN F-5E PILOT TRAINING AS SOON AS POSSIBLE. ONE
POSSIBLE COURSE OF ACTION WOULD BE TO SEND TO KOREA
THE TWENTY-ONE F-5E AIRCRAFT WHICH ARE NOW IN TAIWAN AND
APPROVE THE DIVERSION OF A MINIMUM NUMBER OF AGE/SPARES
FROM THOSE DESIGNED FOR KOREA TO SUPPORT F-5E AIRCRAFT
DELIVERED TO ETHIOPIA, AND TO REQUEST THE DEPARTMENT
OF DEFENSE TO MAKE AVAILABLE FOR SALE TO ETHIOPIA EIGHT
F-5E AIRCRAFT FROM THE RECOVERED VNAF AIRCRAFT. INGERSOLL

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